

Executive Registry

6-3668

The Honorable Robert B. Anderson
Deputy Secretary of Defense
Department of Defense
Washington, D. C.

Dear Bob:

On 18 October I wrote you a letter about the coordination of functions in the field of ELINT and asked the opportunity to have a good talk with you before either of us reached conclusions on the subject. I know that you have been out of town recently and that probably there has not been the opportunity for us to get together.

On 22 November I received from Bill Godel a draft NSCID on ELINT which he indicated was the result of full discussion in the Department of Defense and had your tentative approval.

We have given this directive most careful consideration, and while we are in agreement with much of it, we find some rather fundamental points of difference.

We view the ELINT effort as a problem of intelligence collection abroad, and we feel that the general principles applicable to this type of activity should be fitted into the framework which we are developing in the entire field of intelligence collection. Ever since the National Security Act of 1947 established the Central Intelligence Agency, we have been building up a cooperative program with the other Intelligence Services for the collection, exploitation, and dissemination of intelligence. This has been effectively handled through the Intelligence Advisory Committee, the United States Communications Intelligence Board, and other related representative bodies. We are making good progress and developing a spirit of team play which would have seemed impossible a few years ago.

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- 2 -

I firmly believe that we can fit the ELINT work into this structure and that it is not necessary, in effect, to lodge the basic responsibility for the exploitation of ELINT in one of the collection agencies, giving the intelligence community as represented by USCIB a very nebulous advisory function.

Today the main instrument for the collection of ELINT is the Air Force. There are, however, other collection agencies not under the administrative control of the Department of Defense which have substantial resources and are already in the collection field. As time goes on I believe that the clandestine collection effort and the production which can be obtained through both overt and covert negotiations with friendly foreign governments will play an increasingly important role in the ELINT field.

In order to give you a concrete idea of our line of thought, I send a tentative revised draft of Directive and would welcome an opportunity to discuss this with you, as well as the basic intelligence collection problem involved, at your convenience.

Faithfully yours,

Allen W. Dulles
Director

Encl.

AWD:meo

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S-E-C-R-E-T

Executive Registry

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6-3668

DRAFT NATIONAL SECURITY COUNCIL INTELLIGENCE DIRECTIVE

Organization of U.S. ELINT Effort

1. Electronics Intelligence (ELINT) is an important and may become a uniquely valuable source of intelligence. The term ELINT is defined as the observation, recording, and processing for intelligence purposes of foreign non-communications electromagnetic radiations. The ELINT effort includes the production of ELINT information requirements, the collection and reduction of raw information, the technical analysis of the data collected; the evaluation of the data and its synthesis with data from non-ELINT sources, the production and dissemination of finished ELINT intelligence, and research and development.
2. The Department of Defense (including its Military Services and the National Security Agency) and the Central Intelligence Agency are principally involved in the national ELINT effort. All of these agencies have an immediate concern with the end product.
3. The U.S. ELINT effort can be made most effective if it is operated in response to a single policy direction; with collection responsive to the needs of all interested elements of the government; with technical analysis of data on a coordinated basis, including provision for centralized analysis wherever necessary for the effective handling of matters of common concern; and with coordinated technical research and guidance to the operating and collection units. There must be provision for beneficial interaction and mutual support of ELINT and COMINT, and for a coordinated mechanism for dealing with foreign governments in ELINT matters.

S-E-C-R-E-T

S-E-C-R-E-T

4. It is recognized that effective military operations require that the authority of operational commanders over their own ELINT units and equipment be unabridged. It is also recognized that the carrying out of clandestine operations requires a considerable degree of operational autonomy and secrecy. On the other hand, full dissemination of ELINT information obtained by any agency must be made to all interested agencies.

5. In order to achieve the objectives set forth above, while preserving the principles of the chain of command, and pursuant to the provisions of Sections 101 and 102 of the National Security Act of 1947, as amended, THE NATIONAL SECURITY COUNCIL AUTHORIZES AND DIRECTS THAT:

(a) The U.S. Communications Intelligence Board (USCIB), in addition to its authority and responsibility as defined in NSCID #9, and without change therein or prejudice thereto, and operating under the procedures established under paragraph 1(f) of that Directive, shall be the National policy and coordinating body concerning ELINT. It will develop National ELINT policy for approval by the National Security Council, where appropriate, including policy concerning: the optimum development and utilization of U.S. ELINT resources, relationships between ELINT and COMINT, and, subject to the provisions of NSCID #5, policy arrangements with foreign governments in the field of ELINT.

(b) USCIB shall establish a standing Executive Committee on ELINT, to be composed of representatives of the Department of Defense, Army, Navy and Air Force, the National Security Agency, and the Central Intelligence Agency. Representatives of the Department of State and

- 2 -

*provided however that no recommendations of USCIB
relating to action by the Services in connection with the*

*Collection by means of ELINT
or the operations of any
Field commander, as per the
ELINT shall be effective
unless authorized by the Sec. Def.*

S-E-C-R-E-T

of the Federal Bureau of Investigation shall also be authorized to participate with the right to vote, on matters which they or either of them, consider to be of concern to them. The Executive Committee on ELINT shall, subject to the guidance of USCIB, have such functions as may be assigned to it by USCIB, which shall include the following:

(1) The establishment and maintenance of an ELINT Master Requirements List and the allocation of collection tasks;

(2) Negotiations with foreign governments (subject to NSCID #5)

(3) The direction of the National ELINT Center; and

(4) ^{*Recommendation for*} The coordination of research, development and procurement.

(c) The members of USCIB shall establish, on the basis of budgetary and other arrangements to be worked out between them, a National ELINT Center to deal with matters of common concern to the National ELINT effort. The Center, to be headed by a Director selected by USCIB and approved by the Secretary of Defense, shall be staffed by personnel detailed to it by the Member Agencies, and shall have authority to hire full time employees, if this be found desirable. It shall perform such functions as may be assigned to it by USCIB or by the Executive Committee on ELINT, which shall include the following:

(1) Technical analysis and collation of such raw material as USCIB determines can be more efficiently handled centrally;

S-E-C-R-E-T

(2) Making of recommendations to the Executive Committee on ELINT with regard to the coordination of processing operations in the field;

(3) Development of standards for the various ELINT processes, as may be required.